

DEFINING THE MARINE CORPS RESERVE FOR THE LONG WAR

BY

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USAWC STRATEGY RESEARCH PROJECT

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by

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ABSTRACT

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The Marine Corps Reserve is an operational reserve, and the ongoing Global War on Terror has called for the increased reliance on our Reserve Marines. In the next several years, the Marine Corps will shift its focus from current high priority operations and prepare to assume additional security and stability operations as described in the operational employment concept *The Long War: Send in the Marines*. This operational shift will occur in an era of anticipated budget cuts and it will continue to require Reserve Marines to serve under unique and demanding circumstances. The Commandant of the Marine Corps must establish principles to guide Reserve Component capability development and employment to ensure its value to the Marine Corps as a vital and fully engaged partner in the Long War. This SRP proposes missions and force structure to develop future Marine Corps Reserve capabilities that build on existing strengths and create flexible options to fill gaps in Active Component capabilities as new threats emerge. The Marine Corps' goal should be to field an effectively organized and mission-ready Reserve Component as a valued element of the Nation's expeditionary force-in-readiness.

DEFINING THE MARINE CORPS RESERVE FOR THE LONG WAR

In the next several years, the Marine Corps will shift its focus from Iraq and Afghanistan and prepare to assume additional security and stability operations as described in the operational employment concept *The Long War: Send in the Marines*.¹ To meet the Combatant Commanders' requirements for expeditionary forces capable of fulfilling the Nation's counter-terrorism strategy, the Commandant of the Marine Corps should develop within the Marine Corps Reserve a variety of specialized units with mission capabilities unique from those maintained in the active component (AC). These units would develop cultural expertise for a specific region then reinforce AC general purpose forces to provide a more complete and effective Total Force capability when deployed forward to conduct partner capacity building tasks.

The Marine Corps also must continue to maintain general purpose reserve component (RC) forces to augment the AC for "traditional" operations. Finally, the Marine Corps should program its RC forces for activation and deployment on a regular basis in the post Operation IRAQI FREEDOM (OIF) and Operation ENDURING FREEDOM (OEF) period to maintain their operational effectiveness and readiness to meet future emerging and unanticipated requirements. The desired end-state is a Marine Corps Reserve that provides a meaningful and valued contribution to the Global War on Terror (GWOT) by augmenting and reinforcing AC operating forces with experienced and cohesive RC operating forces. To succeed, the Marine Corps Reserve must be supported by an effectively organized and employed Full Time Support (FTS) program.

Today's Reserve Force

The current reserve force is based on principles and precepts established in the Armed Forces Reserve Act of 1952 and the Total Force Policy Memorandum signed by the Secretary of Defense in 1970. These documents were intended to provide the RC of each Service as combat ready augmentation to the AC when expansion of U.S. military forces is required to meet the operational requirements of emerging crises.

As a mark of the success of the Total Force policy and associated legislation, U.S. efforts in the GWOT (also referred to as "the Long War") have relied from the beginning on individual reserve Marines and RC operating forces. Most Marine Corps Reserve units and many individual reserve Marines have been activated for at least a year, and many more for several years. While combat operations have demanded much from all of the Services, both AC and RC, the GWOT has been especially challenging with respect to the peculiar nature of reserve participation in the all-volunteer force.

The RCs have been "operational" since the early 1990s. The Services activated and deployed RC forces in large numbers for the first time since the Korean War in support of Operations DESERT SHIELD and DESERT STORM. The U.S. has routinely deployed the RC alongside the AC since then for operations throughout the 1990s, including duty in Haiti, the Balkans, and elsewhere. However, the nation faces a strategic threat of unprecedented complexity in the long-term prosecution of the GWOT. National strategic and individual Service policies, programs, and employment plans must be reviewed and updated to maintain the RCs as operational forces in the unique environment of the Long War.

The Strategic Threat and Operational Environment

Ideological non-state actors threaten U.S. national interests by creating an operational environment in which irregular forces are employed in place of uniformed, conventional military forces. They seek to control vulnerable populations and geographic areas and harm U.S. interests throughout the world. Other potential trouble spots and sources of risk to the U.S. are "failed states; numerous ethnic, tribal, and regional conflicts that can cause humanitarian crises and endanger global stability; and nation-states containing safe havens for uncontrolled forces that threaten us."² As a result, the U.S. armed forces have been at a constant state of conflict since the 9/11 attacks on the Pentagon and New York City.

While much public attention is spent on the ongoing counter-insurgency operations in Iraq and Afghanistan, in most parts of the world the Combatant Commanders (CCDRs) are conducting security cooperation³ tasks as part of their theater campaign plans and contingency plan phase 0⁴ activities to build partner nation capacity intended to prevent disruptive conflicts that could devolve into major regional warfare. At any given time, the CCDRs need a variety of military capabilities to exploit opportunities for effective engagement within their theaters.

In *The Pentagon's New Map*, Thomas P.M. Barnett describes the Arc of Instability that runs through the Caribbean Rim, Africa, the Middle East, South Asia, and North Korea.⁵ The Arc of Instability is a large part of what Barnett calls the Non-Integrating Gap; nations that have been left behind in the globalization of the world's economy. Barnett describes these nations as "the world's bad neighborhoods, where the gangs live by their own cruel rule sets, where life somehow seems cheaper".⁶ He believes America will export security to Africa, the Caribbean Rim, the Middle East, and

other members of the Arc of Instability on the same scale which the U.S. provided security to Europe following World War II. In the Arc of Instability, however, the U.S. will likely establish "small, Spartan-style facilities" throughout these regions, not the large pockets of Americana built in Germany and Asia in the latter half of the 20th century.⁷

The military force of choice to meet the challenges presented in this complex and uncertain environment, therefore, will likely be forward deployed expeditionary forces with the ability to operate across the spectrum of conflict. Because AC forces will continue to be strained to meet the needs of all of the CCDRs, the RC must be prepared to contribute the unique skill sets embodied in the nation's citizen warriors. Lieutenant General James J. Lovelace, Jr., USA, testified to the Commission on the National Guard and Reserves (CNGR) on April 12, 2007 that the range of threats to national security in the current strategic environment and the uncertain outcome of this period of global change point to the need to use the RCs in the future as an operational force, while preserving their strategic capability to respond to future challenges.⁸

The United States' National Strategy

National strategy documents signed by President Bush and his national security team articulate a consistent theme to describe the ways and means required to defend the nation by deterring conflict abroad. Assuming President Obama follows the general direction set by his predecessor, the U.S. will most likely rely on diplomacy and building partner capacity to improve governance and create and maintain a stable and secure environment that denies terrorists the ability to organize, plan, and execute attacks on the U.S. homeland. A key characteristic of U.S. support will be persistent presence (not

permanent facilities) focused on strengthening security cooperation efforts, supporting humanitarian assistance efforts, and providing crisis response.

President Bush's administration articulated the strategies required to prevail in America's Long War through several key documents. A review of those strategies shows the following fundamental tasks for U.S. military commanders:

- Seek and support democratic movements and institutions in every nation and culture, with the ultimate goal of ending tyranny in our world.⁹
- Deter conflict by preparing partner nations to defend and govern themselves.¹⁰
- Distribute forces forward to project military power against threats, and create an environment that reduces the conditions that foster extremist ideologies.¹¹
- Build the capacity of foreign partners in all areas of counterterrorism activities.¹²
- Expand foreign partnerships and partnership capacity.¹³
- Provide security training to host nation forces.¹⁴
- Provide and support humanitarian assistance.¹⁵
- Conduct military-to-military contacts to influence the way potential allies and partners think about the GWOT and the actions they take to counter violent extremists and promote moderate ideas.¹⁶
- Conduct operations in a manner that reflects cultural and religious sensitivity and avoids undercutting the efforts of moderate governments that support U.S. GWOT goals.¹⁷

- Conduct Information Operations to assist in amplifying the voices of moderates, while helping to counter extremists.¹⁸
- Finally, the means to be employed will be "close cooperation among U.S. Government agencies and partner nations to integrate all instruments of U.S. and partner national power."¹⁹

This translates into a broader mission for the Combatant Commanders (with forces developed by the Services) to

...attack and disrupt terrorist networks abroad so as to cause the enemies to be incapable or unwilling to attack the U.S. homeland, allies, or interests; ...establish conditions that allow partner nations to govern their territory effectively and defeat terrorists; and contribute to the establishment and maintenance of a global environment inhospitable to violent extremists and all who support them.²⁰

In short, Service and Special Operations forces (to include Marine Corps AC and RC forces) must be prepared to accomplish each of these tasks in the regions most likely to require U.S. intervention. The Marine Corps' strength is rapid expeditionary response, particularly in the littoral areas of the world, as a limited duration force with comprehensive capabilities. Therefore, the Marine Corps must continue to adjust and realign unit structure, training and mission essential tasks to support an effective operational employment concept.

Marine Corps Strategy and Operational Employment Concept

The Naval Operations Concept, signed in 2006 by the Chief of Naval Operations (CNO) and the Commandant of the Marine Corps (CMC), describes how the naval services will deploy forces forward to conduct distributed operations. These units will show resolve to partners in the region and potential adversaries, while maintaining the

agility to rapidly aggregate with reinforcements deploying as part of a larger crisis response, to include preparing and conducting major combat operations.²¹

CMC's vehicle to distribute mission-ready Marines forward into the unstable parts of the globe will be Security Cooperation Marine Air Ground Task Forces (SC MAGTFs). The Marine Corps will create SC MAGTFs to support CCDR theater engagement activities with task organized, regionally focused, and forward deployed forces. SC MAGTFs will provide persistent, flexible presence without the infrastructure and diplomatic impacts associated with permanent basing requirements. They will be additive to existing forward deployed Marine Corps forces.

CMC sees an important role for the Marine Corps in the effort to build partner nation capacity and security cooperation with allies (and potential allies) in the Arc of Instability. In January 2008, CMC approved *The Long War Concept: Send in the Marines* as the operational concept to guide employment of Marine Corps forces in support of the GWOT. The focus of this concept is to establish a persistent forward presence in the most unstable regions of the world with forces tailored to build partner nation capacity and provide security cooperation.²² By providing a persistent presence in target regions, and avoiding the need to build large facilities and permanent presence in one or a few specific nations, the nation shows commitment to strategic goals without a potential diplomatic backlash caused by the perception of colonialism or favoritism.

SC MAGTFs will be task organized for security cooperation and civil military operations. They will maintain the successful MAGTF organizational construct with a Ground Combat Element (GCE), an Aviation Combat Element (ACE) and a Logistics Combat Element (LCE). The LCE will be enhanced with engineering, medical and

dental support, and transportation capabilities required by the specific mission assigned. The ACE will focus on mobility, reconnaissance, and multi-dimensional force protection to ensure the ability to operate in remote, austere environments. Additional capabilities likely to be required will be civil affairs, operational law, information operations and interagency liaisons.²³

SC MAGTFs will support Africa, Southwest Asia, and South America as the most likely areas requiring the expertise provided by Marine Corps forces. Designated AC regiments, combat logistics battalions, and Marine Aircraft Groups (MAGs) will adopt a specific regional orientation with specialized manpower and training. Foreign Area Officer (FAO), Regional Affairs Officer (RAO) and linguist billets will be integrated into deploying units. The Marine Corps will identify native speakers of languages common in these regions during entry level training, and then assign them to units that source the SC MAGTF for that region. Elements of the SC MAGTF will remain general purpose forces capable of the same tasks as their peers in similar type units, as there is no intent to turn them into unique or special operations-capable forces. This will enable these units to aggregate when required into larger MAGTFs with other USMC units to conduct combat operations at the higher end of the spectrum of warfare.²⁴

As stated in the *The Long War Concept: Send in the Marines*, "the SC MAGTF will provide the Combatant Commander with a flexible, expeditionary force employment option that further augments the traditional capabilities provided by the Marine Corps."²⁵ Figure 1 summarizes the operational missions and tasks commanders of Marine Corps forces should expect to be assigned to achieve U.S. strategic goals in the Long War.

<i>Long War Missions</i>	<i>Tasks</i>	<i>Reference</i>
Stability and Support Operations	Conduct and provide support to efforts to establish civil security, establish civil control, restore essential services, support governance, and support economic and infrastructure development.	Field Manual 3-07
Anti-Terrorism	Conduct defensive measures to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment.	Joint Publication 3-07.2
Peace Operations	Conduct operations in coordination with the UN or other designated coalition partners to contain conflict, restore peace, and shape the environment to support rebuilding and transition to legitimate governance.	Joint Publication 3-07.3
Humanitarian Assistance and Disaster Relief	Provide security, transportation and limited food, water, shelter, medical, and technical services to relieve or reduce the results of natural or man-made disasters.	Joint Publication 3-07.6
Interagency Liaison and Coordination	Coordinate military operations with activities of other agencies of the U.S. government, intergovernmental and nongovernmental organizations, regional organizations, foreign forces, and various host nation agencies.	Joint Publication 3-08
Information Operations	Coordinate employment of electronic warfare, computer network operations, psychological operations, military deception, and operations security to protect friendly decision making and influence, disrupt, corrupt or usurp enemy decision making.	Joint Publication 3-13
Counterinsurgency	Coordinate military operations in support of paramilitary, political, economic, psychological, and civic actions taken by a government to defeat insurgency	Field Manual 3-24
Civil Military Operations	Coordinate military support to governmental and nongovernmental civilian organizations.	Joint Publication 3-57
Infrastructure Improvement	Coordinate bridge, road, canal, dam, and other key infrastructure repair and maintenance.	Joint Publication 4-04

Cultural Support	Provide Foreign Area Officer, Regional Area Officer, and translator advice and assistance to the forward-deployed commander.	N/A
Operational Law Support	Review and adjudicate legal matters and provide advice to tactical commanders that have no organic legal services.	N/A
Training and Exercise Support	Plan, coordinate, and conduct military skill training and coalition support exercises.	N/A

Figure 1. Long War Missions and Tasks

Role of the Reserve Component in the Global War on Terror

Since there are no plans to increase the end-strength of the Marine Corps Reserve, the need to realign existing unit capabilities to allow the RC to effectively augment and reinforce the AC to perform this long list of "irregular" tasks becomes clear.

The Marine Corps Reserve is organized, trained and equipped to augment and reinforce the AC. Title 10 of the United States Code more specifically states:

The purpose of each reserve component is to provide trained units and qualified persons available for active duty in the armed forces, in time of war or national emergency, and at such other times as the national security may require, to fill the needs of the armed forces whenever more units and persons are needed than are in the regular components.²⁶

To keep the Marine Corps Reserve as a valued "Total Force" partner in the GWOT, the Marine Corps should deploy RC units that are uniquely organized, trained, and equipped to reinforce each SC MAGTF. These RC units would be specialized units with mission capabilities distinct from those maintained in the AC. Specifically designed for irregular warfare tasks, RC "security cooperation" units would complement and enhance the organic abilities of general purpose AC units attached to deploying SC

MAGTFs. The Marine Corps must still be prepared to deploy general purpose RC forces required to augment the AC for "traditional" operations. Together, these augmentation and reinforcement forces should be programmed for activation on a regular basis to satisfy planned CCDR requirements. Recurring scheduled activation and deployment would also maintain their operational effectiveness and readiness to meet emerging crises.

Preparing the Marine Corps Reserve for the Long War

The Marine Corps must take two fundamental steps to achieve this vision and update its RC for optimal support to the war effort.

First, as stated above, the Marine Corps should continue to maintain some portion of existing RC general purpose forces to augment or reinforce any size or type of deploying MAGTF. This will serve to provide traditional career opportunities for RC Marines of all ranks.

However, the Marine Corps should also realign and rebalance current Marine Corps Reserve force structure to create unique irregular warfare capabilities specifically designed to reinforce deploying SC MAGTFs. In addition to filling a niche that the AC requires, creating units that require specialized training and experience will provide opportunities for more senior RC Marines to continue to serve in rewarding ways. The existence of more field grade officers and less company grade in the Marine Corps Reserve is a natural and positive consequence of the way the Marine Corps develops its officer corps. It provides experience, maturity, MOS qualification, and it is a strength unique to the Marine Corps. The Marine Corps should exploit the skills and maturity resident in the RC by building units that will capitalize on the senior grades and

experience resident in the Marine Corps Reserve. Planning for this recommendation should begin now, but implementing it must be deferred until the current requirement for general purpose forces in support of OIF and OEF rotations declines.

As operations in Iraq and Afghanistan transition to less kinetic and lower intensity stabilization and training activities, and as the next peace dividend is extracted from the Department of Defense budget, the key to maintaining the Marine Corps (to include the Marine Corps Reserve) as the "expeditionary force in readiness" will be its ability to task organize and deploy mission-ready forces that meet CCDR needs. The Marine Corps should be prepared at all times to work at the irregular end of the spectrum of conflict, focusing on distributed operations with irregular warfare capabilities. However, the Marine Corps, in partnership with the Navy, must always maintain the ability to aggregate into traditional MAGTFs as part of a larger Joint Force. This challenge to become a "master of all trades" will require the Marine Corps to exploit and capitalize on the deep pool of talent resident in its Marines, to include the civilian skills of RC Marines.

Identify Unique Civilian Skills

The RC offers several unique benefits, including access to civilian skills which are not easily maintained, nor cost effective to try to maintain, in the AC. The Department of Defense maintains the Civilian Employment Information (CEI) database to catalog civilian skills in the armed forces. A review of CEI data indicates numerous unique skills required for security cooperation activities resident in the Marine Corps' Individual Ready Reserve (IRR), Individual Mobilization Augmentation (IMA) program and Selected Marine Corps Reserve (SMCR) units. Examples include:

- Law enforcement, security and border patrol
- Attorney
- U.S. Government (Dept of Justice, Dept of Homeland Security, Dept of Defense, Dept of Transportation)
- Anti-terrorism analysis
- Financial planning and banking
- Information technology and network management
- Water treatment plant and other key infrastructure operations
- Electrical, plumbing, heavy equipment operation, automotive and general mechanics
- Contracting and purchasing
- Paramedic, fire fighting, and other “first responder” fields
- Various engineering fields (electrical, manufacturing, aviation, etc)

Figure 2 shows units that could be built around the civilian skills listed above, along with their notional missions.

<i>Proposed RC Unit</i>	<i>Long War Missions</i>
Operational Law Element ²⁷	<ul style="list-style-type: none"> • Operational Law Support • Stability and Support Operations • Training and Exercise Support
Interagency Liaison Element ²⁸	<ul style="list-style-type: none"> • Interagency Liaison and Coordination • Stability and Support Operations • Peace Operations • Civil Military Operations • Training and Exercise Support
Law Enforcement Element	<ul style="list-style-type: none"> • Stability and Support Operations • Peace Operations • Training and Exercise Support
Civil Affairs Group ²⁹	<ul style="list-style-type: none"> • Civil Military Operations • Humanitarian Assistance and Disaster Relief • Stability and Support Operations • Peace Operations • Training and Exercise Support

Civil Engineering Coordination Element	<ul style="list-style-type: none"> ● Infrastructure Improvement ● Stability and Support Operations
Information Operations Element	<ul style="list-style-type: none"> ● Information Operations
Cultural Support Element	<ul style="list-style-type: none"> ● Cultural Expertise ● Training and Exercise Support
Anti-Terrorism Company	<ul style="list-style-type: none"> ● Counter-Terrorism ● Counterinsurgency ● Training and Exercise Support
Intelligence Support Element	<ul style="list-style-type: none"> ● Information Operations ● Counter-Terrorism ● Counterinsurgency

Figure 2. Proposed RC Units and Missions

The list in Figure 2 is far from complete, and must be developed further by the Deputy Commandant for Combat Development and Integration (DC, CD&I).

In addition to realigning existing RC structure to create a balanced mix of general purpose forces and specialized security cooperation forces, Marine Forces Reserve should establish linkages between RC units and the AC units they will most likely deploy with. Specifically, Marine Forces Reserve should direct half of its general purpose RC unit commanders to report for planning³⁰ to the Commanding General, I Marine Expeditionary Force (MEF) and the other half to report for planning to the Commanding General, II MEF. This would establish working relationships, provide mutual training opportunities, and require exchange of standard operating procedures.

Units created to perform security cooperation missions should be formed using the same regional expertise policies used to man their AC counterparts in the SC MAGTFs. These units should then be affiliated with their regionally focused AC counterpart commands. Regionalizing RC units designed for security cooperation and affiliating all RC units to AC commands through the report for planning process is not intended to create a "round out unit" construct wherein the RC unit would replace an active unit in the permanent AC force structure. Rather, the intent is to create a habitual

association between AC and RC commanders that will facilitate cooperation and exchange of expertise prior to activation and greatly improve integration after activation and prior to deployment. The mission of the RC is to augment and reinforce AC forces, not replace them.

Figure 3 depicts a notional reorganization of Marine Forces Reserve to accomplish the capability realignment and regionalization discussed to this point. Reducing the number of general purpose regimental and group commands provides the compensatory senior enlisted and field grade officer structure required to create irregular warfare capabilities and new commands within the proposed Security Cooperation Command.

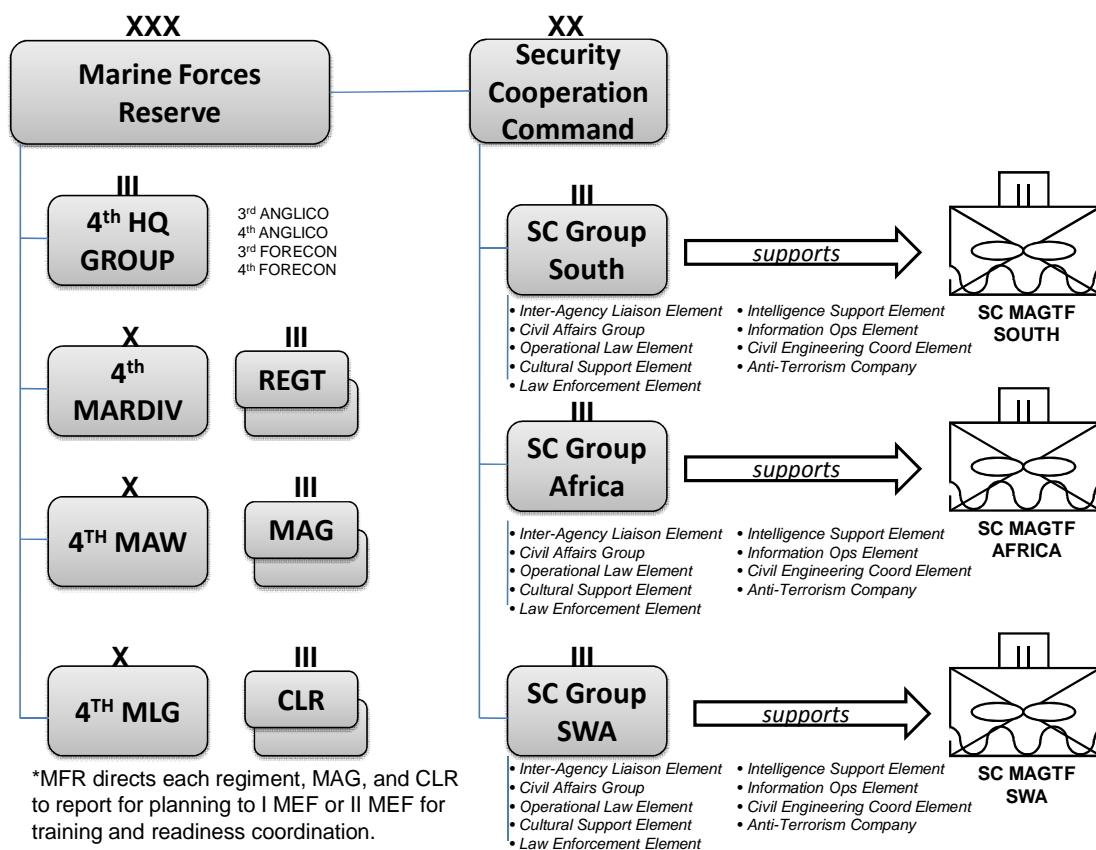


Figure 3. Proposed Organization of Marine Forces Reserve

The second major step required to prepare the Marine Corps Reserve for participation in the Long War is recurring and programmed activation and deployment. The CNGR report criticizes Department of Defense policies as reflecting historic plans for the RC as a later-deploying force rather than as an augmentation force designed for rotational use in overseas deployments.³¹

An operational reserve component requires a higher standard of both readiness and availability than the minimum participation obligations of today's Ready Reserve. This higher state of readiness must be sustained over a longer duration, with less time to achieve readiness goals between deployments. At the same time, the use of reserve component capabilities requires assured access to reserve units and individuals. Such access is obtained through the mobilization or activation process. The reserve forces can make an effective contribution to our national security only if they are readily accessible to accomplish assigned missions. Yet this access cannot be maintained without bringing predictability to deployments. Getting the balance right will require that a "train, mobilize, deploy" readiness cycle be implemented for all reserve components, that service integration be improved, and that reserve component capabilities be fully resourced.³²

The CNGR report concluded that the nation requires an operational reserve force. The history of the Marine Corps Reserve since 1990 would seem to support this claim, and affirms the value and the need to employ the Marine Corps Reserve as a full partner in Joint and multinational training and operations. In response to the CNGR findings, the Department of Defense published DoD Directive 1200.17, *Managing the Reserve Components as an Operational Force* in October 2008. The directive requires the Services to maintain their RCs as an operational force. This requires RC participation across the full spectrum of missions at home and abroad in support of national security objectives. Department of Defense policies also mandate that unit integrity is maintained when RC units are called upon for operational requirements.³³

The Marine Corps and the Army have force generation models to support ongoing unit rotations to Iraq and Afghanistan. The Marine Corps model is built around one year of activation followed by four years of home station dwell. During its year of activation, the unit spends seven months deployed and five months in CONUS conducting theater-specific training before deployment and demobilization processing after deployment. Each unit then spends at least four years in a normal drill status before it repeats another activation and deployment cycle.

The Marine Corps should codify the Marine Forces Reserve Force Generation model as the means to cement the Marine Corps Reserve as a long-term operational force. The Marine Forces Reserve Force Generation Model currently used to support OIF and OEF rotations could also serve as a long range RC activation and deployment planning tool to allow HQMC-level fiscal programming and planning for unit-level recruiting, training, and resource planning.

The advantages of this model are that it allows predictability to the members of the unit, their families, and their employers. It also provides Headquarters Marine Corps, Marine Forces Reserve, and the gaining Marine Corps Service Component a schedule for recruiting and retention, training, equipping, and planning reception, integration and deployment of the unit. Equally important, forecasting activation five years into the future allows program and budget planners to include projected costs into Marine Corps programming and budgeting requirements. Finally, a set activation and deployment schedule that continues beyond OIF and OEF rotations, with more accurate and longer notification windows, will increase the confidence and morale of unit members as it increases the readiness of the unit overall.

The nation is stronger with the RC playing an active operational role. It can be argued that the United States today has the sharpest, most ready National Guard and Reserve force it has ever had. The price paid to gain this competence has been painful (often bloody) deployments to Iraq and Afghanistan.

Discontinuing the Marine Forces Reserve Force Generation Model after success in Iraq and Afghanistan is ultimately achieved will result in degraded unit effectiveness over time as RC officers and senior enlisted are promoted to the next rank and the next higher level of responsibility and authority. Promotion without sufficient active duty time to maintain continued growth of the individual Marine's experience base will accumulate to cause reduced operational readiness of units within Marine Forces Reserve.

Therefore, it is necessary to maintain a regular activation and deployment plan beyond major operations in Iraq and Afghanistan to maintain the Marine Corps Reserve as an effective military force. This will require CMC, through the Secretary of the Navy, to make the case for reserve mobilization to the Secretary of Defense and the President who must in turn submit the legislative request to Congress. Accordingly, the continued authority to activate and deploy RC forces depends on a rational and thoroughly justified employment plan. The Marine Corps' plan should be an ongoing Marine Forces Reserve Force Generation Model to provide continuous activation and deployment (based on a 1:5 activated to de-activated ratio). During their period of activation, RC units would then serve as both operational tempo relief for traditional rotational force requirements and to provide unique unit capabilities to planned SC MAGTF deployments.

Concept for Employment of Full Time Support (FTS)

Historically, Marine Forces Reserve has maintained general purpose forces as an extension of AC traditional capabilities. The recommendations in this paper will refocus Marine Forces Reserve to organize and deploy both traditional and irregular warfare capabilities on a continuous basis, and to be prepared to surge additional forces for crisis response. This mission will require a stronger, more effective, FTS program.

Congress recognized the vital need for a positive RC and AC partnership in the Total Force when it directed the requirement³⁴ and additional manpower³⁵ for each Service's FTS program within Title 10 of the United States Code. This unique manpower category is intended to provide a professional core of full-time Marines to ensure the RC is prepared to activate and deploy as an integral part of the Total Force.

The Secretary of Defense implemented this legal requirement by directing the Services to meet RC readiness goals by providing the necessary level of full time AC and Active Guard and Reserve support to the RC.³⁶ Within the Marine Corps, the Deputy Commandant for Manpower and Reserve Affairs (DC, M&RA) maintains the Active Reserve (AR) Program to support the Marine Corps' FTS requirement. AC and AR Marines, serving together as FTS personnel, are "responsible for assisting in the organization, administration, recruitment, instruction, training, maintenance, and supply support to the Reserve Components".³⁷ Department of Defense Instruction 1205.18, *Full-Time Support to the Reserve Components*, provides further guidance:

FTS personnel enable reservists to focus on training during drill periods. In deployable units, they perform a wide range of day-to-day functions such as training, recruiting, retention counseling, equipment maintenance, administration, and record keeping, and they serve as advisors to reserve commanders.³⁸

Marine Corps Order 1001.52H, *Active Reserve (AR) Support to the Reserve Component*, directs that AR billets are manned within HQMC and the headquarters of major commands with responsibility for reserve matters. The Reserve Affairs Division of M&RA is charged to ensure placement of AR billets within staffs that have responsibility for preparing and administering the policies and regulations affecting the Marine Corps Reserve.³⁹

Although the Marine Corps has made significant improvement over the past several years in effectively integrating its total force, there is still room for improvement. LtCol Joseph Garcia points out in his Marine Corps War College research paper, *Total Force Integration: Transforming the United States Marine Corps from Good-to-Great*, that

The AR Program is not being utilized to its fullest potential and is approaching irrelevancy as the lines have blurred between mobilized members of the IRR [Individual Ready Reserve] and the AR. The active component has little understanding of the intent of the AR program. This lack of understanding has resulted in non-optimal AR personnel structure and assignments. For a variety of reasons, many AR Marines assigned to AD [Active Duty] units have been delegated to duties with little or no relevance regarding reserve integration, rather than to mitigate Total Force Integration (TFI) challenges. Although mandated by federal law to assist with the integration of the Total Force, many AR personnel assigned to AD units have little or no interaction with Marine Forces Reserve or HQMC (RA). The misapplication of these essential billets have undermined the credibility and relevance of the program, as well as reduced its ability and effectiveness to enhance the broad and seamless integration of the Total Force.⁴⁰

The role of the AR program as a central element of the larger FTS concept has become more critical as sustained operations in Iraq and Afghanistan continue. As already stated, the need for ready and relevant RC forces will likely increase as U.S. commitments evolve from the aggressive stability and security operations currently

underway to the more nuanced and proactive engagement activities envisioned in the national strategy documents.

Ongoing demands on the AC force will preclude dedicating additional manpower to support RC training and readiness; therefore the AR program must become more focused on effective planning and preparation of the RC for service with the AC. The first step must be to determine the proper location of specific AR billets within Marine Forces Reserve and AC headquarters at the division, aircraft wing, and logistics group command levels and higher, to include HQMC. These are the levels of command most involved in planning and supporting RC integration requirements. HQMC should also review the distribution of AR billets for junior officers and Staff Non-Commissioned Officers to the deploying unit level. AR Marines must continue to serve within tactical RC units to ensure Total Force integration expertise is applied to every aspect of unit readiness for activation and deployment. AC Marines, already integrated into all RC force structure, will continue to ensure high standards of readiness for operational tasks.

The optimal career path for newly assessed AR Marines should begin with a thorough indoctrination on the statutory role of the AR program and the tactics, techniques, and procedures used to integrate the RC upon activation for employment. The AR assignment pattern should provide increasing levels of authority and responsibility, and it must include a planned rotation between AC and RC commands, to include the same MOS and PME schools attended by the AR Marine's contemporaries in the AC. Finally, DC M&RA should ensure functional communities (occupational fields) within the AR program are sufficiently shaped to allow appropriate retention and promotion through the Colonel and Master Gunnery Sergeant ranks. This may mean

developing agreements with the AC manpower managers to realign AC billets in RC structure so that Reserve Affairs can divest smaller (or non-"integration" specific) occupational fields to grow the key RC integration functional communities.

Conclusion

This paper only begins to identify the range of RC capabilities and enabling policies required to augment and reinforce the AC as the Marine Corps increases its forward presence to conduct distributed operations in the vast littorals of the Arc of Instability. Additional policy, programming and planning actions are required to support the capability realignment and operational employment concepts presented in this paper. These actions include conducting a doctrine, organization, training, materiel, leadership, personnel, and facilities (DOTMLPF) analysis of proposed capabilities for feasibility and sustainability. HQMC must also revise manpower and recruiting policies to ensure the right Marine with the right skill set is recruited, trained and assigned to the right unit, and HQMC must synchronize RC unit activation with AC unit deployment. The list goes on; however, detailed discussion of required enabling actions is beyond the scope of this paper. The key players in building the GWOT reserve force are HQMC, the Marine Corps Combat Development Command (MCCDC), Marine Forces Reserve, and the Marine Corps Requirements Oversight Council (MROC). The rest of the story must be developed by HQMC in coordination with Marine Forces Reserve, vetted by the MROC, and approved by CMC.

The anticipated demands of "The Long War" require an operational RC that is fully qualified, professionally led, and deployed regularly as part of the Total Force Marine Corps. The principles and specific recommendations presented in this paper, if

implemented, would create the focused reserve force the Marine Corps needs as a valued partner to continue to succeed "in every clime and place".

Endnotes

¹U.S. Marine Corps, *The Long War Concept: Send in the Marines* (Washington, DC: U.S. Department of the Navy, 2008).

²Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st Century Operational Force* (Washington DC: n.p., January 31, 2008), 58.

³U.S. Joint Chiefs of Staff, *Joint Operation Planning*, Joint Publication 5-0 (Washington, DC: U.S. Joint Chiefs of Staff, December 2006), GL-21. Security cooperation is defined as various interactions with foreign defense establishments to "promote specific U.S. security interests, develop allied and friendly military capabilities for self-defense and multinational operations, and provide U.S. forces with peacetime and contingency access to a host nation."

⁴U.S. Joint Chiefs of Staff, *Joint Operation Planning*, Joint Publication 5-0 (Washington, DC: U.S. Joint Chiefs of Staff, December 2006), IV-35. Phase 0 operations are defined as shaping operations to dissuade or deter potential adversaries and to assure or solidify relationships with friends and allies. Phase 0 operations are distinguished as belonging to specific operations plans developed during contingency planning, and are not to be confused with similar activities conducted as part of a CCDR's ongoing Theater Security Cooperation Plan.

⁵Thomas P.M. Barnett, *The Pentagon's New Map* (New York: Berkley Books, 2004), 182.

⁶*Ibid.*, 150.

⁷*Ibid.*, 179.

⁸Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st Century Operational Force*, 61.

⁹George W. Bush, *The National Security Strategy of the United States of America* (Washington, DC: The White House, March 2006), 1.

¹⁰U.S. Department of Defense, *The National Defense Strategy* (Washington, DC: U.S. Department of Defense, June 2008), 8. The 2008 National Defense Strategy (NDS) lists deterring conflict as a key objective to support the National Security Strategy. The U.S. needs to partner with traditional allies and foster positive relations with potential terrorist benefactors to take away its enemies' ability to grow strong and plan their attacks in relative safety.

¹¹U.S. Joint Chiefs of Staff, *The National Military Strategy* (Washington, DC: U.S. Joint Chiefs of Staff, 2004), 15. The National Military Strategy defines operational phases requiring activities that are less kinetic and more focused on a nuanced approach to integrating diplomacy, information management, and economic development efforts.

¹²George W. Bush, *National Strategy for Combating Terrorism* (Washington, DC: The White House, September 2006) 19-20. The Department of Defense is also preparing to meet a wider range of asymmetric challenges by restructuring its capabilities, rearranging its global posture, and adapting its forces to be better positioned to fight the War on Terror. This includes increasing the capabilities of its general purpose forces to conduct irregular warfare operations, and initiating the largest rearrangement of its global force posture since the end of World War II.

¹³U.S. Joint Chiefs of Staff, *The National Military Strategic Plan for the War on Terrorism* (Washington, DC: U.S. Joint Chiefs of Staff, 1 Feb 06), 5-8. By expanding foreign partnerships and partnership capacity, the armed forces will enable partner nations to counter terrorism and will counter state and non-state support for terrorism in coordination with other U.S. Government agencies and partner nations.

¹⁴*Ibid.* A secure environment will allow other critical functions of society and government and reduce the appeal of terrorist influence.

¹⁵*Ibid.*

¹⁶*Ibid.*

¹⁷*Ibid.*

¹⁸*Ibid.*

¹⁹*Ibid.*

²⁰*Ibid.*

²¹U.S. Department of the Navy, *Naval Operations Concept* (Washington DC: U.S. Department of the Navy, 2006), 7.

²²U.S. Marine Corps, *The Long War Concept: Send in the Marines*, 6.

²³*Ibid.*, 17.

²⁴*Ibid.*, 16-18.

²⁵*Ibid.*, 18.

²⁶U.S. Code, Title 10, Subtitle E, Part I, Chap. 1003, sect. 10102, "Purpose of Reserve Components".

²⁷Operational law teams would review and adjudicate legal matters and provide advice to tactical commanders that have no organic legal services.

²⁸Interagency liaison teams and linguist teams would enable any MAGTF commander tasked to operate independently or to function as a Joint Task Force commander to immediately coordinate with key U.S. Government and host-nation or partner-nation planning, liaison and support elements.

²⁹This recommendation is to expand current Civil Affairs Group (CAG) structure to provide consistent support to deploying SC MAGTFs. The need for an increase in this capability is

demonstrated by the demand to mobilize RC civil affairs detachments during every contingency the Marine Corps has supported since the early 1990s. The demand became so critical in the rotation of forces after the fall of Baghdad in 2003 that Marine Forces Reserve was required to create and deploy ad hoc civil affairs units using personnel that had no previous civil affairs training or experience, to include staff officers from senior headquarters. Marine Forces Reserve should, at minimum, create sufficient civil affairs units to deploy as a standard attachment to each SC MAGTF. It would be desirable to have additional civil affairs units available to deploy as required with the traditional MEUs. This would allow support to the MEUs without disruption of the home-station dwell time of units that deploy with the SC MAGTFs. Another key point to consider is that current Marine Corps CAGs perform specific civil affairs tasks that are limited in complexity and duration to focus on the expeditionary missions assigned to MAGTF commanders. The Army, as the lead proponent for civil affairs, maintains significantly larger and more capable Civil Affairs Brigades. This recommendation is intended to increase the number of Marine Corps civil affairs units, not their roles and responsibilities.

³⁰U.S. Marine Corps, *Force Deployment Planning and Execution Process Manual*, Navy and Marine Corps Directive 3000.18 (Washington, DC: U.S. Department of the Navy, June 30, 2006), 2003.5.e(10). The term "report for planning" is used by the U.S. Marine Corps to direct unit commanders that will deploy for employment with a command other than their assigned parent command to report to the commander of the gaining force to allow pre-deployment and (in the case of reserve commanders) pre-activation training, organizing, and equipping.

³¹Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st Century Operational Force*, 73.

³²Commission on the National Guard and Reserves, *Transforming the National Guard and Reserves into a 21st Century Operational Force*, 177.

³³U.S. Department of Defense, *Managing the Reserve Components as an Operational Force*, Directive No. 1200.17, October 29, 2008, 5.

³⁴U.S. Code, Title 10, Subtitle E, Part II, Chap. 1209, sect. 12310.

³⁵U.S. Code, Title 10, Subtitle E, Part II, Chap. 1201, sect. 12011.

³⁶U.S. Department of Defense, *Managing the Reserve Components as an Operational Force*, 6.

³⁷U.S. Department of Defense, *Full-Time Support to the Reserve Components*, Instruction No. 1205.18, May 4, 2007, 2.

³⁸*Ibid.*

³⁹U.S. Marine Corps, *Active Reserve (AR) Support to the Reserve Component (RC)*, Marine Corps Order 1001.52H (Washington, DC: U.S. Department of the Navy, December 17, 1996), 5.c.1.

⁴⁰Joseph Garcia, *Total Force Integration: Transforming the United States Marine Corps from Good-to-Great*, Research Paper (Marine Corps Base Quantico, Va: Marine Corps War College, May 11, 2007), 7.

